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# Under Turner, Spy Business Is Not What It Was

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WASHINGTON—In the next two weeks, a special committee of the United States intelligence officials will put the final touches on a 60-page executive order for President Carter's signature. The document, its framers claim, will streamline American intelligence gathering, analysis and counterespionage, end bureaucratic bickering between the intelligence branches, protect the civil rights of citizens, save money and—as one senior official wearily put it—"prepare a balanced meal for a family of four."

The remark was understandable. Mr. Carter entered office at a bad time for the intelligence agencies, buffeted by unremitting criticism and disclosures of past abuses, demoralized by internal disorder and revelations of squabbling and confused about their mission. Though ultimately the executive order outlining the reorganization the President promised will be a bridge until Congress adopts formal legal charters setting out the mission and limitations of each agency, the bridge could be a long one. In the interval, President Carter's executive order will be the agencies' law.

What is known about the order and about the intelligence politicking that led up to it confirms that though Adm. Stansfield Turner, director of Central Intelligence, has not been named intelligence czar, a great deal of power—though perhaps not enough to correct the inefficiencies of the past—has been concentrated in his hands. But inefficiencies were not the only issue, and top intelligence hands also say that, for a variety of reasons, there are enough checks and balances to govern the power concentration.

One is the fact that Congress is in fact moving, albeit slowly, on a formal charter. Senator Warren D. Huddleston, Democrat of Kentucky who chairs a subcommittee of the Senate Select Committee on Intelligence that is preparing the legislative proposals, said his group was introducing the necessary bills this year.

Even if the intelligence legislation was introduced before Congress recesses for its Christmas break, however, there is no telling how much time would elapse before final passage. Meanwhile, there are other de facto forces that may act to control abuse. The Federal Bureau of Investigation

is still under investigation in connection with burglaries committed in domestic intelligence cases, and a former agent has been indicted. Attorney General Griffin B. Bell has said he will announce shortly whether he will ask a grand jury for an indictment of former Central Intelligence Director Richard Helms on charges of perjury. The example of such prosecutions, many believe, act as a deterrent in the absence of new law.

Then there is the executive order. Its final language is still secret, but here are some major points:

- The order polishes and refines but does not essentially change the regulations ordered by President Ford to protect American citizens against abuses by the intelligence agencies. As well as limiting plots to kill foreign leaders, it limited electronic eavesdropping, mail covers and other surveillance and prohibited illegal entries, mail openings and domestic operations by the Central Intelligence.

- Admiral Turner will continue to have the final say over a total community budget, the most power vested in a director of Central Intelligence since the original charter in 1947.

- The national intelligence estimate, that product of intelligence gathering and analysis upon which the President relies to make policy decisions, will be a distillation of many positions, including the National Security Counsel and not simply a codification of the perceptions of the Central Intelligence Agency. That guarantees that dissent will get to the top.

The order, last discussed at a meeting last Friday, was not arrived at without trauma. Admiral Turner, a ruddy, veteran Naval officer who was in the same Annapolis graduating class as Mr. Carter, became director of Central Intelligence when the creation of an all-powerful chief of intelligence

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